

St. Helens, Oregon
97051

NARRATIVE INFORMATION SHEET

1. Applicant Identification

City of St. Helens 265 Strand Street St. Helens, Oregon 97051

2. Funding Requested

a. Grant Type: Multipurpose

b. Funding Requested: \$800,000

3. Location:

- a. City of St. Helens
- b. Columbia County
- c. Oregon

4. Contacts

- a. <u>Project Director</u>: John Walsh, (503) 366-8211, <u>jwalsh@ci.st-helens.or.us</u>, 265 Strand Street, St. Helens, Oregon 97051
- b. <u>Highest Elected Official Mayor</u>: Rick Scholl (503) 396-1653, <u>ricks@ci.st-helens.or.us</u>, 265 Strand Street, St. Helens, Oregon 97051
- 5. **Population:** City of Saint Helens population: 13,739 based on 2019 U.S. Census Bureau, Population Estimates

6. Other Factors Checklist (items that apply listed below)

Other Factors	Page #
The priority site(s) is adjacent to a body of water (i.e., the border of the priority	1-2
site(s) is contiguous or partially contiguous to the body of water, or would be	
contiguous or partially contiguous with a body of water but for a street, road, or	
other public thoroughfare separating them).	
The priority site(s) is in a federally designated flood plain.	1
At least 20% of the overall project budget will be spent on eligible site reuse or area-	10
wide planning activities for priority brownfield site(s) within the target area.	

7. Letter from the State Environmental Authority: Attached



Department of Environmental Quality

Northwest Region

700 NE Multnomah Street, Suite 600 Portland, OR 97232 (503) 229-5263 FAX (503) 229-6945 TTY 711

October 23, 2020

via electronic delivery

United States Environmental Protection Agency Office of Brownfields and Land Revitalization (MC 5105-T) 1200 Pennsylvania Avenue, NW Washington DC 20460

Re: DEQ Support for the City of St. Helens' Application for a Multipurpose Brownfield Grant

Dear EPA Brownfield Grant Manager:

The Oregon Department of Environmental Quality (DEQ) supports St. Helens' application for an EPA Multipurpose Brownfield Grant. If awarded, grant funds will help to achieve the goals of several long-range revitalization plans for brownfields located on the St. Helens waterfront. The Waterfront Framework Plan (adopted by the City in 2016) was developed with extensive public involvement and provides a roadmap for mixed-use redevelopment that will extend the existing historic downtown, create living-wage jobs, and provide recreational opportunities on the Central Waterfront Redevelopment site. On the former Boise White Paper site, the City is working to transform over 200-acres of underutilized industrial property into the St. Helens Industrial Business Park utilizing a framework for parcelization to create over 35 individual lots to meet regional market demands for smaller lots for light manufacturing users.

Over the years, DEQ has provided oversight and technical assistance to the City of St. Helens on many brownfield properties, including the former Boise Veneer Plant and South 80 landfill located on the Boise White Paper site, both of which are within the target area for the grant. DEQ will continue to work collaboratively with the City to ensure site conditions are protective for future use and development.

Based on the investment that the City has made in brownfields assessment and reuse, DEQ encourages EPA to award a Multipurpose grant so that St. Helens can implement the next steps needed to revitalize a small community with great potential but few financial resources.

Please feel free to contact Rebecca Wells-Albers, DEQ Northwest Region Brownfield Coordinator, at 503-229-5585 if you have any questions.

Sincerely,

Nina DeConcini Administrator, DEQ Northwest Region

Cc (e-mail): Jeff Schatz, NWR/DEQ

Melyssa Graeper, NWR/DEQ Rebecca Wells-Albers, NWR/DEQ Rachael Barry, City of St. Helens

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION 1.a. Target Area and Brownfields

1.a.i. Background and Description of Target Area. The City of St. Helens (the City) is a growing rural community of approximately 14,000 residents, located on the west bank of the Columbia River at the point of confluence with the Multnomah Channel in northwest Oregon approximately 30 miles north of Portland. The City historically thrived as a hub for the region's booming lumber industry, with the first sawmill opening in the 1860s, In 1925, St. Helens Pulp and Paper Co. (later Boise White Paper [BWP], a priority brownfield site) began operation, employing a large portion of the St. Helens' workforce. The decline of the natural-resource-based economy brought an end to growth in the area and caused a severe spike in unemployment, which doubled in St. Helens between 2000 and 2014. These industry challenges culminated with the closure of the BWP mill in 2012, marking the loss of nearly 800 family-wage jobs, resulting in the fewest number of jobs in the city since 2001. Today, 295-acres of contiguous vacant and underutilized industrial brownfields occupy one third of the City's waterfront. Closure of the City's industrial engines caused severe property disinvestment and subsequent dilapidation of the City's prime waterfront real estate. Confirmed and suspected contamination combined with inadequate local resources limits the ability of the City to redevelop the brownfields into the prosperous industrial business park and productive commercial district that the community envisions. The target area for the Multipurpose (MP) grant is the census tract that includes 295-acres of priority brownfield sites. It includes the eastern portion of the City's historic downtown and residential core that is home to nearly 4,100 residents.

1.a.ii. Description of the Priority Brownfield Site(s). The proposed MP grant activities focus on three priority sites within the target area: the Central Waterfront Redevelopment site, the BWP site and the Multnomah Channel Shoreline. A portion of each site is located within the 100-year floodplain. The Central Waterfront Redevelopment site is comprised of two city-owned properties totaling 81-acres located immediately south of the City's downtown. The northern portion of the site was formerly a veneer lumber mill. All structures associated with the mill have been demolished and only the foundations and paved surfaces remain. The Oregon Department of Environmental Quality (DEQ) issued a No Further Action (NFA) determination with conditions that need to be addressed to facilitate reuse of the property including addressing soil and groundwater contamination from PAHs, petroleum, and lead. An oversized wastewater lagoon and the City's wastewater treatment plant occupy the southern portion of the site. Because the lagoon was built to process wastewater associated with the mills which have left the community, it has over 12 times the capacity required by the City. The lagoon is located on prime waterfront property, produces odors located adjacent to residential uses, and because of its oversized capacity, is an ongoing financial burden to local taxpayers. Suspected contamination in the lagoon includes PAHs, PCBs and dioxins.

The Boise White Paper (BWP) site, spanning 180-acres, was used for wood pulp processing and as a paper mill from 1920 until 2008, when the pulping and bleaching plants were shut down. Currently, portions of the mill and about 39 acres of associated property are being leased to a third-party company. The remaining 141-acres of the property is vacant and underutilized. Approximately half of the former pulp mill buildings have been demolished. It is assumed that the remaining structures contain hazardous building materials. Several leaks were documented when the mill was in operation, and it is suspected that there were more. Pentachlorophenol, tetra chlorophenol and arsenic have been detected in monitoring wells that surround a sludge landfill located on the site. A second construction debris landfill on the BWP site was the subject of environmental assessment in 2019 that found arsenic, PCB and petroleum contamination in the soil.

The Multnomah Channel Shoreline (Multnomah Shoreline) includes 33-acres of shoreline property abutting the BWP site to the east and three in-water parcels that City leases from the Oregon Department of State Lands (DSL). The site serves as an industrial marine terminal providing access to the BWP site. The channel shoreline area is essential for supporting the nearby industrial uses. Recent efforts to sublease a portion of the in-water area to a water-dependent industrial user stalled because of concerns about contaminated sediment from previous operations at the BWP site. From the 1920s to the 1970s mill wastewater was discharged directly into the channel resulting in PAHs, PCB and dioxin contamination in sediment.

1.b. Revitalization of the Target Area

1.b.i. Overall Plan for Revitalization. All priority sites within the target area have undergone specific planning for revitalization which has been heavily vetted and supported by the community. With the assistance of an EPA Area-Wide Planning Grant in 2016, the City facilitated extensive community visioning, planning and analysis, which resulted in the adoption of the St. Helens Waterfront Framework Plan (the Framework Plan). The Framework Plan envisions a vibrant waterfront district with amenities that can attract new residents and employers, enhance the community's tax base, and re-connect residents to the river. In addition, the Framework Plan recommended pursuing an Urban Renewal Agency to provide funding for the infrastructure needed to redevelop the sites in the target area and reduce blight. In 2017, the City adopted the Urban Renewal Plan & Report which details infrastructure projects that support economic development in the target area. The Framework Plan identified opportunities for mixed-use development, marinas, parks, and trails that would catalyze additional investment in the existing abutting central business district. The presence of the oversized wastewater lagoon remains an impediment to realizing this vision. Since 2016, several plans have made further refinements to the Framework Plan, including the Riverfront Connector Plan (2019) which recommended street and intersection improvements and the 2017 Columbia View Park Expansion Plan which details plans for new public open space within the target area.

The 2020 St. Helens Industrial Business Park Master Plan (SHIBP) guides the revitalization of the BWP site. The SHIBP includes a Parcelization Plan which overlays delineated wetlands, riparian areas, flood plain, proposed roadways and utilities and recommends 37 individual parcels which range from two to five net acres to help meet the regional industrial market demands.

Additional revitalization planning and assessment is still needed for the Central Waterfront wastewater lagoon site and the Multnomah Channel Shoreline. As a result, planning and assessment made available through this grant will focus on alternatives for the wastewater lagoon and shoreline. The proposed MP grant activities are critical to implement the City's plans for revitalization on each priority site, as shown in the Table below.

Priority Sites	Reuse Strategy	Plan Alignment with Proposed MP Activities
Central Waterfront Site	 Former veneer mill to be redeveloped with commercial and residential uses Public access along the water and expansion of the existing park Alternative reuse options to be examined for the lagoon 	 The MP activities will help to facilitate assessment, cleanup and redevelopment The Framework Plan calls for additional assessment and planning to facilitate reuse of the lagoon to accommodate all of the community's desired uses
BWP Site	Increase the productivity of the City's industrial lands and bring local jobs by meeting the regional market demands for smaller, shovel-ready parcels.	The SHIBP Master Plan cites known environmental contamination which needs further assessment and cleanup prior to development of utilities, streets, and ultimately industrial redevelopment

Multnomah Channel Shoreline	 Habitat restoration projects and in- or at-water facilities that support industrial uses Water-based industrial uses are planned for the properties adjacent to the channel 	Environmental assessment, and cleanup or remediation is needed to determine and reduce potential impacts of contaminated sediment on in- or at-water facilities and restoration projects.
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1.b.ii. Outcomes and Benefits of Overall Plan for Revitalization. The MP grant will bring significant economic development and reinvestment to the target area, which is enhanced by the target area's designation as an Opportunity Zone. Mixed-use development in the Central Waterfront site and industrial development in the BWP site and Multnomah Shoreline site are projected to create 2,200 new jobs, along with opportunities for tourism with the creation of a 125-room hotel and 165 housing units in the target area. This employment growth would double the job opportunities currently available in the target area. and allow residents to seek employment locally, decreasing travel time and air pollution associated with long commutes. Currently 94% of employed residents in the target area commute elsewhere because of limited employment opportunities. Private investment from two proposed projects in the Central Waterfront site are expected at \$50 million and create 140 additional construction jobs.²

Priority Site	Industrial (SF)	Commercial (SF)	Housing Units	Jobs Created
Central Waterfront*	-	30,000	165	260
BWP Site**	2,352,000	-	-	1,570
Multnomah Shoreline**	549,000	-	-	370
Total	2,901,000	30,000	165	2,200

^{*}Based on employment projections from a private developer's market analysis

The City is exploring opportunities for partnership to ensure that a portion of the housing developed on the priority sites is affordable to meet the needs of the low-income and housing-cost-burdened population in the target area (Section 2.a.ii). New park space, natural areas, and trails, including an approximately 6-acre greenway on the Central Waterfront site, will preserve natural habitat and encourage recreation and healthy living.

1.c. Strategy for Leveraging Resources

1.c.i. Resources Needed for Site Reuse. Since 2015, the City has leveraged \$1.5 million in grant funding to support planning and initial assessment of the priority sites. An additional \$5.6 million in investment has been committed through 2025. Because of the scale and complexity of the sites, additional funding is needed to promote cleanup and redevelopment. The following table lists resources which the City is eligible for, have been committed, and/or are pending and anticipated in the future.

Leveraged Resource	Use of Funds	Amount
2020 OR Dept. of Land	Development of the Parcelization Plan and Infrastructure Funding	
Conservation &	Plan to develop the utilities and streets for the new Industrial	\$50,000
Development Technical	Business Park on the BWP site. MP funds will support	\$30,000
Assistance	assessment, remediation and/or cleanup on the BWP site.	

¹ US Census Bureau, LEHD Origin-Destination Employment Statistics, 2017, https://onthemap.ces.census.gov.

^{**}Based on typical industrial lot size, lot coverage and US EIA 2012 estimates of building area per worker Redevelopment of the BWP site and Multnomah Shoreline will benefit from the reuse of the existing industrial dock facilities and buildings associated with the former BWP mill. Other buildings within the priority sites will be assessed for potential reuse.

² City of St. Helens, 2020 Build Grant Application, May 2020,

https://www.sthelensoregon.gov/sites/default/files/fileattachments/administration/page/306/2020 build application for web.pdf.

2020 OR Parks & Recreation Dept. Land & Water Conservation Fund	Public access development along the Columbia River on the Central Waterfront Redevelopment site. MP funds will support the revitalization strategy for the priorities site.	\$500,000			
St. Helens Urban Renewal Agency (Tax- Increment Financing Revenue Projections)	Public infrastructure (streets, utilities, open space) needed for redevelopment of the BWP site and the Central Waterfront site. MP funds will support assessment and remediation and/or cleanup on the BWP site.	\$5 million by 2025			
	Total Funding Committed to Priority Sites (2020 – 2025)	\$5.6 million			
2020 OR Parks & Recreation Dept. Local Government Grant	Public access development along the Columbia River on the Central Waterfront site. MP funds will support the completion of the revitalization strategy and assessment on the Central Waterfront site.	\$500,000			
2021 Business OR Infrastructure Finance Authority Special Public Works Fund	Public infrastructure (streets, utilities, open space) needed for the redevelopment of the Central Waterfront site. MP funds will be used to help prepare the Central Waterfront site for public infrastructure.	\$10.8 million			
Anticipated Private Redevelopment	Private developer interested in developing 55 residential units with ground floor retail and a 125-room boutique hotel with a restaurant and spa facility on the Central Waterfront site. MP funds will be used to help prepare the priority site for private redevelopment.	\$50 million			
	Total Funding Pending to Priority Sites (2020 – 2025) \$60.8 million				

1.c.ii. Use of Existing Infrastructure. The BWP site is well served by an onsite electric substation, and natural gas and communications infrastructure is readily available. The property also benefits from grandfathered water rights that exceed typical industrial needs. Assessment and cleanup of the Multnomah Shoreline sediments will support permitting for reuse of the existing dock facilities that were used by previous paper mill operations. Industrial development at the BWP site will use this dock and an existing railway spur to transport raw materials and goods to market. In addition, a new tissue manufacturer is reusing most of the remaining paper mill buildings on site.

All public and private utilities stub to the Central Waterfront site from the adjacent historic downtown. Infrastructure investment is needed to better connect the site to the existing street and utility network. In addition, The SHIBP Master Plan identifies street alignments that will serve the proposed new parcels on the BWP site. Section 1.c.i above includes anticipated sources to fund the identified infrastructure needs.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a. Community Need

2.a.i. The Community's Need for Funding. Financial realities have forced the City to reduce services and have limited the capacity to assess and cleanup brownfields and improve infrastructure. In 2002, the BWP site was the top contributor to property tax revenue in the county, contributing over \$2 million to the City. By 2011, this revenue stream had fallen to \$300,000, along with the loss of the City's largest utility customer. Due to the financial burden of an oversized lagoon, and the reduction in utility customer revenues, the City has had to increase utility rates drastically and reduce subsidies to the elderly population. In addition to the loss of property tax revenues, high vacancy rates (11.1%), low median home value, and low median household incomes in the target community have further lowered the City's tax base, placing strain on local municipal services. Residents and small businesses in the City have been hit hard by the economic slowdown caused by COVID-19. This has contributed to uncertainty about future City revenue. Decreases and uncertainty in revenue streams have resulted in a smaller City

staff with more demanding workloads, leaving little extra time for grant writing, researching, connecting with investors, and other ways of leveraging resources for assessment, cleanup and redevelopment of brownfield sites.

2.a.ii. Threats to Sensitive Populations.

(1) Health or Welfare of Sensitive Populations Although the former mill sites were once a hub for employment in the City, their decline has been a detriment to the surrounding low-income community. The loss of 800 jobs created a ripple effect throughout the City, particularly the target community, where the unemployment rate nearly tripled after the BWP mill closure. Today, the median household income of the target population surrounding the priority brownfield sites is over \$10,000 less than state and national levels and almost 94% of employed residents commute outside of the community for work with the average commute time of 35 minutes.³ These travel expenses further limit the disposable income of residents. The area is now home to a sensitive population with low-income, elevated poverty rates, low levels of educational attainment and children under the age of 18 at rates that exceed national rates. The MP grant activities seek to reduce threats to these groups by creating new family-wage employment opportunities within the target area, providing more housing options, and cleaning up sites that pose health concerns to the surrounding neighborhoods. This would increase income levels in the neighborhood, provide affordable housing alternatives for those struggling with housing costs, and improve health outcomes.

Target Area Sensitive Populations

	Target Area	Columbia County	Oregon	United States
Census Tract	9707			
Total population	4,091	50,851	4,081,943	322,903,030
Population Under 18	25.2%	21.8%	21.2%	22.8%
Population with less than High School Diploma	13.7%	9.6%	9.6%	12.3%
Median household income (USD)	49,489	59,714	59,393	60,293
Per capita income (USD)	23,967	29,317	32,045	32,621
Households receiving Food Stamp/SNAP	21.4%	18.3%	16.8%	12.2%
Poverty Rate	16.1%	12.1%	14.1%	14.1%
Cost-burdened Households	38.6%	29.9%	31.4%	28.3%

Source: US Census Bureau, American Community Survey 5-year Estimates, 2018

Shaded values reflect poorer outcomes compared to state levels and **bolded** values poorer outcomes compared to national levels (2) Greater Than Normal Incidence of Disease and Adverse Health Conditions: Contamination from the identified brownfield sites is released into the air, exposing the sensitive populations to toxic chemicals as they breathe. Health statistics from 2019 show that cancer was the leading cause of death in the target area. The most common types of cancer identified in the target community were those of the bronchus and lung, at a rate of 66.7 per 100,000. In addition, airborne contamination from brownfield sites contributes to asthma being one of the most prevalent chronic conditions, occurring at a rate of 14% compared to 11% in the state. Columbia County also has higher rates of obesity than the state, which can exacerbate other health conditions.

³ US Census Bureau, LEHD Origin-Destination Employment Statistics, 2017

⁴ Columbia Pacific COO, Regional Health Assessment & Regional Health Improvement Plan 2019, https://www.colpachealth.org/docs/default-source/CHIP-Documents/cpcco_rha_rhip_7-19.pdf?sfvrsn=0.

Oregon Health Authority, Environmental Public Health Tracking Data Explorer, accessed Oct. 15, 2020 at https://www.oregon.gov/oha/PH/HEALTHYENVIRONMENTS/TRACKINGASSESSMENT/ENVIRONMENTALPUBLICHEALTHTR ACKING/Pages/Data-Explorer.aspx.

⁶ Columbia Pacific COO, Regional Health Assessment 2019

⁷ Ibid.

The MP activities directly address these health outcomes by facilitating the cleanup and remediation of contaminants with known health impacts, transitioning the Central Waterfront site from heavy industrial to residential and commercial uses to limit impact on the surrounding residential area, and investing in park and open spaces to ensure that the low-income, sensitive populations of the target area obtains equal access to green space and recreation.

(3) Disproportionately Impacted Populations: The community also faces environmental justice challenges because of its proximity to the contaminated sites and facilities actively using hazardous materials. The area ranks in the 76th percentile nationally for proximity to facilities that actively use extremely hazardous substances subject to a Risk Management Plan. Polluting industrial facilities are disproportionately sited in proximity to low-income communities enabled by historical local zoning that allows for residential uses near heavy industrial uses. The surrounding homes themselves provide little refuge because many contain lead paint, 53% of homes in the target area are at risk of lead paint hazards. This contributes to health issue such as asthma rates discussed in section (2) above. The area is home to sensitive populations including low income residents, children age of 18 and people with lower levels of educational attainment.

The reuse of the priority sites will create jobs, healthy housing options, and outdoor recreation opportunities to bring additional income and healthy living opportunities to residents. The Central Waterfront site located closest to the surrounding residential uses will transition to a residential and commercial area, limiting future health impacts from industrial uses.

2.b. Community Engagement

<u>2.b.i. Project Involvement & 2.b.ii. Project Roles.</u> From the beginning of brownfield redevelopment efforts, the City recognized the need to engage with a broad set of stakeholder groups representing local and regional economic development, local businesses, regional and adjacent government agencies, public health, environmental groups, the school district, park volunteers, and residents. The City is also currently working with private developers interested in investing on the Central Waterfront and BWP sites to solicit input and receive feedback about future uses.

Because of the robust planning and visioning efforts to date, there is a strong sense of vision and strategy for many of the priority sites and a high level of support from residents and community stakeholders. The City will continue engaging these partnership organizations by including them in key communications and inviting them to community meetings throughout the project. The City's goals include ensuring these partners remain informed and can provide input regarding economic, environmental, and other aspects of property reuse, to ensure that MP funds will be used to support a waterfront that will meet the needs of the broader community today and in the future.

Organization	Point of Contact
Columbia County Board of Commissioners	Jacyn Normine, Board Administrator <u>Jacyn.normine@columbiacounty.org</u>
Columbia City	Casey Wheeler, Mayor casey@cpfoodbank.org
City of Scappoose	Alexandra Rains, City Manager (Interim) arains@cityofscappoose.org
Columbia Health Services	Sherrie Ford, Director sford@columbia-health.org
Columbia County Economic Team	Paul Vogel, Director paulvogel@columbiacountyoregon.com
Port of Columbia County	Doug Hayes, Director hayes@portofcolumbiacounty.org

South Columbia County Chamber of Commerce	Heather Karrick, Coordinator mgr@sccchamber.org
Columbia Pacific Economic Development District	Mary McArthur, Program Manager (b) (6)
St. Helens School District	Scot Stockwell, Superintendent scots@sthelens.k12.or.us
Scappoose Bay Watershed Council	Amber Kester, Watershed Technician amber@scapposebay-wc.org
Friends of Nob Hill Nature Park	(b) (6)

2.b.iii. Incorporating Community Input. The City plans on hosting quarterly and as-needed project check-ins and updates to targeted stakeholders and the community at large by utilizing already regularly scheduled City Council meetings. This will ensure evening meetings when more participation can occur, since the majority of residents commute out of the City each work day. In addition to regularly scheduled project check-ins, the City will hold two project-specific larger community events, which will be designed to be held in-person if COVID restrictions allow, or remotely through an open-access technology like Zoom. These open houses will be held in year 2 and year 4 of the grant and be focused on education, gathering input for reuse, and providing project updates. As much as possible, community events will be timed to coincide with significant milestones in the assessment, cleanup and reuse planning of the target properties. The City will target at least one of the community events for a visionto-action program to engage the community in long-range visioning for the wastewater lagoon property. The City will also continue providing timely information and opportunities to provide input through multiple communications tools, including 1) print and digital fliers 2) e-newsletters, 3) social media sites (Facebook, Twitter, YouTube), 4) e-mail distribution list, 5) the City's website, and 6) traditional media (newspaper, press releases, and the public access TV channel). City staff will compile the input received from these communications, public meetings, and community events in a report to be addressed and discussed at project team meetings. Community partners listed in 2.b.1 will continue to be involved in the project with targeted outreach and communication methods.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3.a. Description of Tasks/Activities and Outputs

3.a.i.-3.a.iv. Project Implementation, Anticipated Project Schedule, Task/Activity Lead, Outputs

Task 1: Project Management and Reporting

<u>i. Project Implementation.</u> This task includes compliance reporting (quarterly and final reports, ACRES updates, annual DBE and Financial Reports, etc.). Reports will be prepared by assistance from the consultant. The consultant will facilitate quarterly updates with EPA and DEQ. Two City staff will attend two regional and one national brownfields-related conference. In-kind cost-sharing match is included in this section for City staff who will assist in project management.

ii. Schedule. This task will occur throughout the grant period.

iii. Task/Activity Lead. City of St. Helens, John Walsh, with support from Consultant

iv. Outputs. Quarterly and final reports, ACRES updates, annual DBE and financial reports.

Task 2: Community Involvement and Site Prioritization

i. Project Implementation: This task includes review and update of the Public Involvement Plan (PIP) prepared under the FY17 EPA CWA grant to ensure that it includes approaches that have proven to be effective in the target areas and includes COVID-19 appropriate approaches to engagement. Activities are expected to include two community open house (live or virtual), preparing informational materials, hosting a project webpage, and providing opportunities for additional public involvement and input

through City Council and other public meetings and community events.

This task includes an update to the inventory of brownfields sites that was created in 2017 as part of the previous EPA CWA grant. The inventory will be updated to reflect changes that have occurred in the interim, and to ensure that the most current information has been included.

This task includes in-kind cost-sharing for City staff who will be involved in community involvement and developing outreach materials.

ii. Schedule. 1st Quarter: update PIP, schedule community events. 2nd Quarter: set up project webpage and prepare informational materials. Yrs. 2: Host community event with vision-to-action program for lagoon portion of Central Waterfront site. Yr. 4: Host community events to highlight key milestones and accomplishments. Quarterly and Ongoing: Share information with the community as milestones/input opportunities necessitate.

Brownfield inventory will be conducted in the first 6 months of the grant.

<u>iii. Task/Activity Lead.</u> City of St. Helens, John Walsh, with support from Consultant to facilitate meetings, prepare public involvement materials, and summary notes. Consultant will also prepare updates to PIP and brownfield inventory

<u>iv. Outputs.</u> Updated Public Involvement Plan, informational materials, community meeting materials and summary notes, updated brownfield inventory.

Task 3: Environmental Site Assessments (ESAs)

- <u>i. Project Implementation.</u> Under direction of the City, the Consultant firm will prepare eligibility determinations and complete an estimated 4 Phase I ESAs. Phase I ESAs will be performed consistent with the All Appropriate Inquiries Final Rule and the latest ASTM standards.
- 4 Phase II ESAs will be conducted. A Programmatic Quality Assurance Project Plan (QAPP) that will address both hazardous and petroleum contaminated sites. Site Specific Sampling and Analysis Plans (SAP) and Health and Safety Plans (HASP) will be prepared for each priority site selected for Phase II ESA. The QAPP and site-specific plans will be reviewed and approved by EPA prior to conducting sampling. Historic Preservation Act Section 106 consultations will be conducted prior to conducting sampling.
- <u>ii. Schedule.</u> QAPP will be prepared in the first 6 months. Yr 1: Phase II assessment of Central Waterfront lagoon site. The project will target 2 Phase I/II ESAs annually over the first 3 years of the project.
- <u>iii. Task/Activity Lead.</u> City of St. Helens, John Walsh will lead this task. The Consultant will prepare the technical documents.

iv. Outputs. QAPP, 4 Phase I ESAs, 4 Phase II ESAs with SAP and HASP.

Task 4: Cleanup and Reuse Planning

i. Project Implementation. Analysis of Brownfield Cleanup Alternatives (ABCA) and Cleanup Plans will be prepared for 3 sites. ABCAs will comply with EPA guidance and include evaluation of green remediation options. Cleanup Plans will position the site for the preferred remedial action identified in the ABCA. Reuse plans will be prepared for those sites, as appropriate, and will include market assessment, physical site plan, and implementation strategy to address risk management and funding.

<u>ii. Schedule.</u> Yr 1-2: ABCA and Reuse Plan for the Central Waterfront lagoon site and Cleanup Plan and Reuse Plan for portions the BWP site. Yr 2: ABCA and reuse plan for the Multnomah Shoreline Site. Yr 3. 1 ABCA and 1 reuse plan.

<u>iii. Task/Activity Lead.</u> City of St. Helens, John Walsh will lead this task. The Consultant will prepare the technical documents.

iv. Outputs. 3 ABCA, 3 Reuse Plans.

Task 5: Cleanup Activities

i. Project Implementation. Remediation activities on 2 City-owned properties within the target area.

Project activities will include preparation of plans, specifications a bid documents for a remediation contractor or contractors; procurement of a contractor; and oversight of the remediation contractor(s). The cleanup activities will be overseen by the City's environmental contractor who will also work in coordination with Oregon DEQ to achieve regulatory closure for the two sites.

ii. Schedule. Yr 2-5. Cleanup activities.

<u>iii. Task/Activity Lead.</u> City of St. Helens, John Walsh will lead this task. The Consultant will lead and oversee cleanup and prepare any technical documents.

iv. Outputs. 2 site cleanups resulting in letters of No Further Action from DEQ.

Task 6: Revitalization Planning

<u>i. Project Implementation.</u> Redevelopment planning for the target area will start with community planning activities for the lagoon portion of the Central Waterfront and will include land use assessment, market study, infrastructure evaluation, reuse visioning, and action plan roadmaps to implementation.

Redevelopment planning for the Multnomah Shoreline site will focus on analysis of the market demand for water-dependent industrial uses and the feasibility of new infrastructure. This task includes in-kind cost sharing contributions for City staff who will assist with planning efforts.

<u>ii. Schedule.</u> Yr 2: Redevelopment Plan for the lagoon. Yr., 3: Redevelopment Plan for the Multnomah Shoreline site

<u>iii. Task/Activity Lead.</u> City of St. Helens, John Walsh will lead this task. The Consultant will prepare the technical documents.

iv. Outputs. 2 Redevelopment Plans.

3.b. Cost Estimates

3.b.i. & 3.b.ii. Development of Cost Estimates, Application of Cost Estimates. The section addresses the criteria for section 3.b.i. and ii. A summary of the overall proposed budget for grant funded activities is provided in the following table. Please note that funds are not requested for personnel, fringe benefits, equipment, or supplies. Therefore, these budget categories are not included in the table.

Project Tasks			ks (\$)					
Budget Categories		Project Mgmt. & Reporting	Community Involvement	Environmental Site Assessments	Cleanup and Reuse Planning	Cleanup Activities	Revital- zation Planning	Total
ct	Travel	\$6,000	-	-	-	1	-	\$6,000
Direc	Contractual	\$16,500	\$29,100	\$284,250	\$135,000	\$209,500	\$59,650	\$734,000
	Other: DEQ	-	-	\$25,000	\$10,000	\$25,000	-	\$60,000
Direct Costs		\$22,500	\$29,100	\$309,250	\$145,000	\$234,500	\$59,650	\$800,000
Indirect Costs		-	-	-	-	-	-	-
Total Federal Funding		\$22,500	\$29,100	\$309,250	\$145,000	\$234,500	\$59,650	\$800,000
C	ost Share	\$20,000	\$15,000				\$5,000	\$40,000
To	otal Budget	\$42,500	\$44,100	\$284,250	\$195,000	\$209,500	\$64,650	\$840,000

The following table provides a breakdown of the estimated costs and number of outputs by task.

Task	Cost Basis & Assumptions (Average rate of \$150/hr for Consultant)
1. Project Management	 Travel Costs: \$6,000 National Brownfields Conference: \$4,000 Regional/State Brownfields Conference: \$2,000 Contractual Costs: \$16,500 30 bi-monthly coordination meetings: \$9,000 (60hrs x \$150/hr) Progress and final reporting: \$7,500 (50 hrs x \$150/hr) Cost Sharing: \$20,000 In-kind City project management: \$20,000 (266 hrs x \$75/hr)
2. Community Involvement and Site Prioritization	 Contractual Costs: \$29,100 Prepare Project Fact Sheets: \$6,000 (40 hrs x \$150/hr) Update Public Involvement Plan: \$1,500 (10 hrs x \$150/hr) Periodic project updates \$6,000 (40hrs x \$150/hr) Planning and facilitation of community meetings: \$12,000 (80 hrs x 150/hr) Update inventory of brownfield sites: \$3,600 (24 hours x \$150/hr) Cost Sharing: \$15,000 In-kind City communications efforts: \$15,000 (200 hrs x \$75/hr)
3. Environmental Site Assessments (ESAs)	 Contractual Costs: \$284,250 Prepare Programmatic QAPP: \$9,000 (60 hrs x \$150/hr) Prepare 4 Phase I ESAs: \$18,000 (4 x \$4,500) Prepare 4 Phase II ESAs: \$230,250 (1,535 hrs x 150/hr) Other: DEQ Oversight: \$25,000 \$25,000 set-aside for DEQ FTE to review documents and provide regulatory oversight
4. Cleanup and Reuse Planning	Contractual Costs: \$135,000 Prepare 3 ABCA reports: \$45,000 (300 hrs x \$150/hr) Prepare 3 Cleanup Plans: \$45,000 (300 hrs x \$150/hr) Prepare 3 Reuse Plans: \$45,000 (300 hrs x \$150/hr) Other: DEQ Oversight: \$10,000 \$10,000 set-aside for DEQ FTE to review documents and provide regulatory oversight
5. Cleanup Activities	 Contractual Costs: \$209,500 Prepare plans, specifications and bid documents: \$9,000 (60 hrs x \$150/hr) Support remedial contractor procurement: \$4,500 (30 hrs x \$150/hr) Oversee remedial actions: \$24,000 (160 hrs x \$150/hr) Remedial cost estimate: \$160,000 (2 x \$80,000) Cleanup project closeout: \$24,000 (160 hrs x 150/hr) Other: DEQ Oversight: \$25,000 \$25,000 set-aside for DEQ FTE to review documents and provide regulatory oversight
6. Revitalization Planning	Contractual Costs: \$59,650 • Prepare 2 Area-Wide Revitalization Plans: \$59,650 (398 hrs x \$150/hr) Cost Sharing: \$5,000 • In-kind City planning assistance: \$5,000 (66 hrs x \$75/hr)

<u>3.b.iii. Funds Allocated Toward Site-specific Work.</u> \$688,750 of the grant funds are allocated to site-specific work including environmental assessment, cleanup and reuse planning, and cleanup activities. This represents 86% of the total grant award. Funds allocated directly associated with site remediation total \$209,500.

<u>3.b.iv. Eligibility of Cost Share Activities.</u> The proposed cost share totals \$40,000 and is comprised of in-kind City staff labor dedicated to eligible grant tasks including project management and reporting, communication and community involvement support and staff support for revitalization planning.

3.c. Measuring Environmental Results

The City will document, track, and evaluate the outputs and outcome listed in the table below. The status and estimated completion dates for outputs identified in 3.a. will be tracked and reported to EPA via Quarterly and Final Performance Reports and ACRES updates. Between meetings and reports, the following outputs and outcomes will be tracked on a spreadsheet maintained by the City and evaluated in comparison to the estimates provided in this grant application. The City will work with the EPA Project Officer to ensure measures are taken to address lack of progress toward meeting goals, if needed.

Type	Measurement and Tracking	
Outputs	 # of brownfield sites identified in inventory # of Master QAPP and Site-Specific SAPs # of Phase I ESAs (target = 4) # of Phase II ESAs (target = 4) 	 # of ABCAs (target = 3) # of Redevelopment Plans (target = 3) # of Cleanups resulting in No Further Action letters (target=2) # of Area-Wide Revitalization Plans (target= 2) # of community meetings # of attendees in community meetings
Outcomes	 # of sites cleaned up \$ of funding leveraged for cleanup # of acres redeveloped # of new businesses # of jobs created or retained # of new housing units 	 \$ of increase in household income in the target area \$ of private investment and other funding leveraged for redevelopment \$ of increase in assessed values \$ of increase in property tax revenue

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a. Programmatic Capability

4.a.i. & 4.a.ii. Organizational Structure and Experience, Description of Key Staff. The City has assembled a four-person team with qualified staff from the Community Development, Finance, Public Works, and Planning departments to implement the MP grant. Collectively, the team has extensive experience in the management of federal and non-federal grant programs. John Walsh will manage the grant and report the status of the project, on a quarterly basis, or as needed, to the USEPA Project Officer, the City's Finance Director, Mayor, and City Council. This will ensure accountability and financial management of the project. The team will also be supported by experienced environmental contractors who will help guide project implementation. The City has ample experience selecting qualified environmental contractors to implement environmental site assessments, remediation activities, revitalization planning, and community outreach. The City will solicit project contracting for any additional project support and implementation through a public bid process.

John Walsh, City Administrator/Community Development Director: Mr. Walsh will serve as the project director/manager through all implementation phases for the MP project. With over 32 years of experience in community development in the public sector as well as experience in the private sector, Mr. Walsh has played a crucial leadership role in the Central Waterfront Project. He has successfully managed numerous federal grant programs throughout his career, including a 2015 USEPA AWP grant and the recently completed 2017 USEPA CWA grant. He will be responsible for the ongoing ACRES reporting requirements.

Jacob Graichen, AICP, City Planner: Mr. Graichen has over 17 years of land use planning and development experience. His responsibilities include reviewing development proposals and preparing and administering plans, policies, and regulations in accordance with federal, state, and local law and policy. He is also responsible for administering state transportation and historic preservation grant programs. Mr. Graichen offers insight into land use and transportation regulations, GIS, and general planning knowledge.

Matt Brown, Finance Director: Mr. Brown has over 13 years of experience in finance, including citywide budgeting, and as an accountant who was responsible for Pacific University's grant reporting (over 50 grants at any given time). Mr. Brown has extensive experience working with federal and state grant programs in compliance with all federal policies and regulations. He will oversee the financial reporting, ensuring that we meet all reporting requirements and remain within the parameters of the awarded funds. Mr. Brown has a Professional Finance Officer Certification through the Oregon Government Finance Officers Association (GFOA), of which he is also a board member. He has also been reviewing budgets with the National GFOA for over four years.

Sue Nelson, Public Works Director/Engineering Supervisor: Ms. Nelson has been with the City for 16 years as the public works director and engineering supervisor, and has extensive contract management and experience with federal, state, and private grant administration. She will provide engineering and feasibility feedback for redevelopment proposals. She offers insight regarding street right-of-way, water, and sewer and storm drainage systems.

4.a.iii. Acquiring Additional Resources. The City routinely contracts engineering and consulting services. The City has management and procurement procedures in place that conforms with 40 CFR 31.36. The City will use a request for qualifications (RFQ) process to solicit proposals from environmental consultants to assist with project implementation. The City will review submittals and provide them to EPA staff if requested. The City will select the most qualified proposer and conduct interviews if necessary. Selection of the preferred contractor will be formally approved by the elected City Council in an open public meeting.

4.b. Past Performance and Accomplishments

4.b.i. Currently Has or Previously Received an EPA Brownfields Grant.

(1) Accomplishments: The City completed the \$200,000 FY15 USEPA Brownfields AWP Grant Program successfully and on time by the same project team which is anticipated for the MP grant. The grant outputs included a fully adopted Framework Plan that detailed specific recommendations for two catalytic brownfield sites, the BWP site and the former veneer site (now included in the larger Central Waterfront site). The plan contains high-level, detailed recommendations for redevelopment, including site layout, streetscape designs, view corridors, open spaces, potential uses, and project lists that have guided the City through redevelopment action steps taken in the short and long term. The City completed the \$300,000 FY 2017 US EPA CWA grant successfully and on-time. Grant outputs included an inventory of City-wide brownfields that classified a total 886 parcels, including 43 known brownfields and 114 suspected brownfields. A Brownfields Advisory Committee was formed with key stakeholders and met at key project milestones to discuss priority site and receive project updates. One Phase I was completed on a County-owned, underutilized property on the City's primary light industrial corridor. A total four Phase IIs were completed, including two complex follow-up Phase IIs resulting in two property transactions which furthered redevelopment. One Phase I and follow-up Phase II was conducted at a former car wash/service station in the City's highly visible commercial corridor and resulted in a property transaction to a developer who is in the process of permitting new housing. (2) Compliance with Grant Requirements: The City remained in compliance with the established work plan, schedule, and terms and conditions, including expending all grant funds, for the AWP and CWA Grant Programs. The City completed the grant within the 3-year grant period, meeting the final grant deadline of September 30, 2020. As of the date of this application, the City is in the process of preparing the post-reporting documents to close out this grant, as required within the 90-day grant-closure period. All grant funds have been expended. The City remained in contact with the designated USEPA project officer to ensure timely and acceptable quarterly reports for both grants. The City reported progress of the AWP Grant Program and the CWA Grant Program on ACRES, as required by both grants.

THRESHOLD CRITERIA

1. Applicant Eligibility

The City of St. Helens is an eligible applicant as a City and General Purpose Unit of Local Government per section III.A. of the FY21 Guidelines for Brownfield Multipurpose Grants.

2. Community Involvement

The City of St. Helens has clear plans for informing and involving the community and stakeholders in brownfield assessment activities. The plan includes regular communications with key stakeholders, community meetings, integrating meaningful public input into the grant program implementation, preparing, and publishing public notices, preparing meeting materials and presentations, and preparing and distributing newsletters and other public information. The plans are described in the narrative proposal in Section 2.b. of the application and repeated below.

The City plans on hosting quarterly and as-needed project check-ins and updates to targeted stakeholders and the community at large by utilizing already regularly scheduled City Council meetings. This will ensure evening meetings when more participation can occur, since the majority of employed residents commute out of the City. In addition to regularly scheduled project check-ins, the City will hold two project-specific community events, which will be designed and planned to be held in-person if COVID restrictions allow, or remotely through an open-access technology like Zoom. These open houses will be held in year 2 and year 4 of the grant and be focused on providing information and updates to the St. Helens Community. As much as possible, community events will be timed to coincide with significant milestones in the assessment, cleanup and reuse planning of the target properties. The City will target at least one of the community events for a vision-to-action program to engage the community in long-range visioning for the wastewater lagoon property.

The City will also continue providing timely information and opportunities to provide input through communications tools, including 1) informational materials, 2) e-newsletters, 3) social media sites (Facebook, Twitter, YouTube), 4) e-mail distribution list (on an as-needed basis), 5) the City's website, and 6) traditional media (newspaper, flyers, press releases, public access TV). Distribution is open to public comment and review. City staff will compile the input received from these communications, public meetings, and community events in a report to be addressed

and discussed at project team meetings. Community partners listed in 2.b.1 will also continue to be involved in the project.

3. Target Area

The target area for the MP grant is Census Tract 9707 in Columbia County, Oregon. The tract encompasses St. Helens historic downtown and residential core neighborhood, and the priority brownfield sites to the south.

4. Affirmation of Brownfield Site Ownership

The City of St. Helens owns the majority of the 295-acre priority brownfield sites with the exception of a few small parcels. These sites meets the CERCLA § 101(39) definition of a brownfield and are: a) not listed (or proposed for listing) on the National Priorities List; b) not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA; and c) not subject to the jurisdiction, custody, or control of the U.S. government. For the in-water sections of the Multnomah Shoreline, the City has provided a letter from the Oregon Department of State Lands, who will provide access and support environmental assessment.

5. Use of Grant Funds

Multipurpose grant funding will be used to conduct both assessment and cleanup activities. Two revitalization plans already exist, the 2016 St. Helens Waterfront Framework Plan which focuses on the Central Waterfront Redevelopment Site (and was created with FY 15 EPA AWP funding) and the 2020 St. Helens Industrial Business Park Master Plan which focuses on the former Boise White Paper (BWP) site and Multnomah Channel Shoreline site. Additional revitalization planning and assessment is needed for the wastewater lagoon site located on the southern portion of the Central Waterfront site. See section 3.b.i. on page 2 of the grant narrative for additional information. Additional information on proposed assessment and cleanup activities is located in section 3a.i-iv, on pages 8 and 9 of the grant narrative.

6. Required Cost Share

The proposed cost share totals \$40,000 and is comprised of in-kind City staff labor dedicated to eligible grant tasks including project management and reporting, communication activities, community involvement support and revitalization planning staff support. St. Helens City Council has approved the use of staff time to support this grant application to the Multipurpose Grant Program and use of staff time to meet the required cost share. See section 3.b.i.-ii. on page 10 of the grant narrative for more information.



Department of State Lands

775 Summer Street NE, Suite 100 Salem, OR 97301-1279 (503) 986-5200 FAX (503) 378-4844 www.oregon.gov/dsl

Sent via electronic mail

October 26, 2020

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
OFFICE OF BROWNFIELDS AMD LAND REVITILIZATION (MC5105-T)
1200 PENNSYLVANIA AVENUE, NW
WASHINGTON DC 20460

Kate Brown

Governor

State Land Board

Bev Clarno Secretary of State

Re: DSL Support for the City of St. Helens' Application for a Multipurpose Brownfield Grant

Tobias Read State Treasurer

Dear EPA Brownfield Manager:

The Oregon Department of State Lands (ODSL) supports the City of St. Helens' application for an EPA Multipurpose Brownfield Grant. If awarded, grant funds will help to achieve the goals of the St. Helens Waterfront Framework Plan, created using a 2015 EPA Area-Wide Planning Grant. The Framework Plan provides a roadmap for mixed-use brownfield redevelopment that will create living-wage jobs and recreational opportunities along the Columbia River. The plan was also developed with extensive public involvement.

DSL is in support of the City of St. Helens efforts to obtain an EPA Multipurpose Brownfield Grant and will support efforts as allowed and authorized under Oregon Administrative Rule Chapter 141 and in coordination with the Oregon Department of Environmental Quality's (ODEQ) current cleanup effort.

Please feel free to contact Jacob Taylor, DSL Proprietary Coordinator, at 503-986-5303 if you have any questions.

Sincerely,

Christopher Castelli Norther Operations Manager Aquatic Resource Management Program Oregon Department of State Lands

OMB Number: 4040-0004 Expiration Date: 12/31/2022

Application for Federal Assistance SF-424											
* 1. Type of Submissi	on:	* 2. Typ	pe of Application:	* If R	Revision,	select appropriat	te letter(s):				
☐ Preapplication ☐ New			ew								
Application		Continuation *		* Oth	* Other (Specify):						
Changed/Corrected Application Revision											
* 3. Date Received: 4. Applicant Identifier:											
10/27/2020											
5a. Federal Entity Ide	ntifier:			51	b. Feder	ral Award Identif	ier:				
			BF								
State Use Only:											
6. Date Received by	State:		7. State Application	Iden	ntifier:						
8. APPLICANT INFO	ORMATION:										
* a. Legal Name:	ity of St. Hel	.ens									
* b. Employer/Taxpayer Identification Number (EIN/TIN):					nizational DUNS	S:					
936002248				0	76401	5040000					
d. Address:											
* Street1:	265 Strand St	reet									
Street2:											
* City:	St. Helens										_
County/Parish:	Columbia Coun	.ty									
* State:	OR: Oregon										
Province:											
* Country:	USA: UNITED S	TATES									
* Zip / Postal Code:	0000-97051										
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Doparanon rame.				Division Name:							
f. Name and contac	t information of p	erson to	be contacted on m	atter	rs invol	ving this appli	cation:				
Prefix:			* First Nam	e:	John						
Middle Name:											
* Last Name: Wal	sh										
Suffix:											_
Title: City Admin	istrator										
Organizational Affiliation:											
* Telephone Number: 5033668211 Fax Number:											
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* Email: jwalsh@c	:1.st-nelens.o	r.us									

Application for Federal Assistance SF-424
* 9. Type of Applicant 1: Select Applicant Type:
C: City or Township Government
Type of Applicant 2: Select Applicant Type:
Type of Applicant 3: Select Applicant Type:
* Other (specify):
* 10. Name of Federal Agency:
Environmental Protection Agency
11. Catalog of Federal Domestic Assistance Number:
66.818
CFDA Title:
Brownfields Assessment and Cleanup Cooperative Agreements
* 12. Funding Opportunity Number:
EPA-OLEM-OBLR-20-05
* Title:
FY21 GUIDELINES FOR BROWNFIELD MULTIPURPOSE (MP) GRANTS
13. Competition Identification Number:
Title:
14. Areas Affected by Project (Cities, Counties, States, etc.):
Add Attachment Delete Attachment View Attachment
* 15. Descriptive Title of Applicant's Project:
City of St. Helens Multipurpose Grant Program Application
Attach supporting documents as specified in agency instructions.
Add Attachments Delete Attachments View Attachments

Application	for Federal Assist	ance SF-424				
16. Congression	onal Districts Of:					
* a. Applicant	OR-001			* b. Program/Project	OR-001	
Attach an additi	onal list of Program/Proj	ect Congressional Districts	s if needed.			
			Add Attachment	Delete Attachment	View Attachment	
17. Proposed I	Project:					
* a. Start Date:	06/01/2021			* b. End Date	9/30/2026	
18. Estimated	Funding (\$):					
* a. Federal		800,000.00				
* b. Applicant		40,000.00				
* c. State		0.00				
* d. Local		0.00				
* e. Other		0.00				
* f. Program Inc	come	0.00				
* g. TOTAL		840,000.00				
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